Ways of Using Excess School Space

Summary

planning & research

Alberta
EDUCATION

WAYS OF USING EXCESS SCHOOL SPACE

SUMMARY : FINAL REPORT

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PREFACE

In the 1940's, 1950's, and on into the mid 1960's, overcrowding and shortage of school facilities were major problems confronting many school districts throughout North America. However, a dramatic change has occurred, reversing the climbing birthrates across the U.S. and Canada, and drastically changing enrollment patterns. While any particular school district may still be faced with shortages of facilities in newly developing areas, most are experiencing enrollment decline and excess space. Some districts, indeed, face overcrowding in new areas while simultaneously having partially used or vacant facilities in maturing neighbourhoods. Alberta has been no exception to this phenomenon. Because provincial funding of new school facilities is dependent upon districts' utilization of existing facilities in Alberta, the issue of excess space has been of growing concern.

In 1981, Alberta Education sponsored a study of Ways of Using Excess School Space, undertaken by Edmonton (R.C.) Separate School District #7. The study consisted of three stages:

Stage 1
- reviewed the experience of other jurisdictions;
- analyzed the population and enrollment trends in Edmonton;
- identified the potential magnitude of the problem in the E.S.S.B. system;
- identified the requirements of some potential users;
- identified some of the constraints to conversions of school space to other uses.

Stage 2
- outlined a planning process for the E.S.S.B.

Stage 3
- consisted of 2 parts;
- recommended, in Part 1, changes to provincial regulations and legislation, and municipal land use policy to facilitate the use of excess school space;
- presented, in Part 2, an information package for school districts including information on the nature of the problem, and a proposed process to develop policies, plans and programs for managing excess school space. This document, Ways of Using Excess School Space: Summary, is based on the findings of Stages 1 and 3, and is designed for wide dissemination.

TABLE OF CONTENTS

RECOMMENDATIONS VII

I. INTRODUCTION 1
- A. RECOGNIZING THE PROBLEM 1
- B. DECLINING ENROLLMENTS - SHRINK/SHIFT 2
- C. TYPICAL RESPONSES 3
  - 1. MOTHBALLING 3
  - 2. SHORT AND MEDIUM TERM LEASES 3
  - 3. LONG TERM LEASE/SALE OF FACILITIES 4
  - 4. POTENTIAL SUPPLEMENTARY USES 5

II. ESTABLISHING THE DIMENSIONS OF THE PROBLEM 7
- A. ENROLLMENT OVERVIEW 7
- B. SPACE UTILIZATION 8
  - 1. PROVINCIAL UTILIZATION FORMULA 8
  - 2. SCHOOL NEEDS FORMULA 10

III. PLANNING TO PLAN 13
- A. WHY PLAN?? 13
  - 1. OPTION 1: NO INTERVENTION 13
  - 2. OPTION 2: INTERVENTION 13
    - a) OPTION 2A: direction by decree (centralized) 14
    - b) OPTION 2B: direction by design (decentralized) 14
- B. ORGANIZATIONAL REQUIREMENTS 15

IV. THE PLANNING PROCESS 17
- A. ESTABLISH GOALS, OBJECTIVES, AND PRINCIPLES 17
  - 1. GOALS AND OBJECTIVES FOR THE USE OF SCHOOL SPACE 17
  - 2. OBJECTIVES FOR THE USE OF EXCESS SCHOOL SPACE 17
  - 3. POLICY PRINCIPLES TO GUIDE THE DISPOSITION/USE OF EXCESS SCHOOL SPACE 18
  - 4. OBJECTIVES FOR THE FIRST STAGE OF THE PLANNING PROCESS 18
- B. ESTABLISH PLANNING AREAS 19
- C. ESTABLISH A PLANNING ORGANIZATION 20
  - 1. POTENTIAL PARTICIPANTS 20
    - a) existing interest/information groups 20
    - b) task groups, tasks, and jurisdictions 21
      - i) School Board 21
      - ii) School Board Administration 21
      - iii) Planning Teams 22
      - iv) Supplementary Use Committee 23
      - v) Technical Support 24
- D. DATA COLLECTION AND ANALYSIS 25
  - 1. ENROLLMENT PROJECTIONS 25
    - a) review of enrollments for the last five years 26
    - b) analysis of neighbourhood factors that might affect enrollments 26
  - 2. FACILITY ANALYSIS 27
    - a) identification of facilities required for educational programs 27
      - i) Define the programs to be offered in the planning area 27

cont'd

cont'd

ii) Establish the space requirements of the programs 28
iii) Analyze the available school facilities 28
iv) Review of other factors 28

b) preparation of an inventory of the nature and configuration of excess space 30

E. PLAN AND PROGRAM FOR EXCESS SPACE 30

V. IMPLEMENTING THE PLAN 33

A. ECONOMIC ASPECTS OF IMPLEMENTATION 33

1. COST OF PLANNING AND ADMINISTRATION 33
2. CAPITAL COSTS OF MODIFICATIONS 34
3. CAPITAL COSTS OF TENANT IMPROVEMENTS 34
4. COST OF MAINTENANCE AND OPERATIONS 35

a) maintenance and replacement 35
b) operating expenses 35

5. CAPITAL COST OF RECONVERSION 35

B. MARKETING EXCESS SPACE 36

INFORMATION SOURCES 39

SUMMARY OF RECOMMENDATIONS

I. RECOMMENDATIONS TO SCHOOL DISTRICTS

A.1 RECOMMENDED that school districts with excess space or potential excess space develop a comprehensive strategy for the management of educational space and facilities.

B.1 RECOMMENDED that school districts adopt a decentralized approach to management, involving in a real and substantial way, all those affected by decisions about the use of school space. Such a decentralized approach is described in Chapter Three as a direction by design planning process.

C.1 RECOMMENDED that school districts use the School Needs Formula, or some modification of such, for the determination of potential effective excess space, recognizing that using a formula other than the Provincial Utilization formula may impose certain costs.

D.1 RECOMMENDED that a school district, using the School Needs Formula to determine its effective excess space, take into account the potential financial implications of possible underutilization of existing school facilities.

D.2 RECOMMENDED that while developing its strategy for the management of excess school space, the district consider ways of using its available facilities more efficiently, in order to provide adequate delivery of educational programs within available funding.

E.1 RECOMMENDED that the first step in a district's development of a strategy for the management of educational space and facilities be the development and adoption of goals and objectives to guide that strategy.

SUMMARY OF RECOMMENDATIONS

II. RECOMMENDATIONS TO MUNICIPALITIES

A.1 RECOMMENDED that municipalities adopt land use by-laws, which include as discretionary uses in land use districts which include school lands or buildings, any use which meets the general purpose of the land use district, which complies with any Statutory Plan, which is compatible with the character, form, and integrity of the neighbourhood, and which meets the criteria of a school's plan for supplementary uses.

B.1 RECOMMENDED that municipalities actively support school districts which pursue effective supplementary use programs, and further, that municipalities, where appropriate, enter into agreements with such school districts for provision of community facilities.

C.1 RECOMMENDED that municipalities offer to participate in the planning process adopted by a School Board to develop a strategy to manage excess space and that municipalities develop procedures to inform School Boards of any anticipated changes to plans and land use controls.

III. RECOMMENDATIONS TO ALBERTA EDUCATION

A.1 RECOMMENDED that Alberta Education establish an information dissemination program with regards to planning and possibilities for the use of excess school space.

A.2 RECOMMENDED that Alberta Education become the clearing house for information about the experience of other jurisdictions in managing excess school space. Information gathered could include both general experiences and specific material, such as districts' goals and objectives for the use of space, leasing policies, marketing techniques, administrative procedures and documentation, nature and cost of modifications for different types of clients, etc. This information could be available on a request basis or through a periodic information publication.

B.1.1 RECOMMENDED that Alberta Education establish a one year start-up program to enable a school district to plan for the use of excess space.

B.2.1 RECOMMENDED that Alberta Education, through its Planning and Research Division, establish technical support services for local school districts. Areas of service could include

- preparation or assistance with enrollment projections and analysis of enrollment patterns;
- advice on organizational structures for the planning process;
- information about techniques to encourage participation of affected parties, as well as planning process techniques and methodologies;

cont'd.

SUMMARY OF RECOMMENDATIONS

III. RECOMMENDATIONS TO ALBERTA EDUCATION (cont'd.)

- analysis of existing facilities in terms of the adaptability and flexibility, suitability for educational programs, and implications of maintenance and upgrading requirements;
- identification and analysis of local and regional development trends;
- information on potential user requirements;
- information on marketing of excess space.

B.2.2 **RECOMMENDED** that technical support services be provided to school districts without charge in year one of the district's program. In subsequent years, it is suggested that this service be charged to the districts on a use basis, and that the cost for the service be built into the annual lease/rental fees collected by the districts from supplementary users.

B.3.1 **RECOMMENDED** that the Building Quality Restoration Program 1979-83 be extended to include the cost of modifications necessary to accommodate non-profit community based users who are unable to raise the capital necessary to cover the cost of such modifications. It is also recommended that the use of funds for this purpose be monitored, and if the need exists, the Program (for non-profit user modifications) be extended beyond 1983.

B.4.1 **RECOMMENDED** that Alberta Education undertake a review of the problems and costs of reconversion prior to 1985, to determine whether there is a need for the development of a special program to assist with the reconversion of school facilities.

C.1.1 **RECOMMENDED** that the following addition be made to the current regulation 71/77 pursuant to Section 93 (2.1) of The School Act:

cont'd.

III. RECOMMENDATIONS TO ALBERTA EDUCATION (cont'd.)

A school district may lease or rent any real property or buildings or portions thereof for use by a user who

1) is acceptable to the school district, and

2) is acceptable to the municipality, meaning that the user is able to obtain the necessary development permits, and

3) is acceptable to the adjacent community, meaning that the user meets criteria established in a school's plan for supplementary use;

without having to obtain Ministerial approval.

C.2.1 **RECOMMENDED** that Section 93 (7) be amended to include any of the users exempted by the Minister by regulation pursuant to Section 93 (2.1) of The School Act.

C.3.1 **RECOMMENDED** that Section 3.(2)(e)(iii) be interpreted to mean any user exempted pursuant to the addition suggested above to Regulation 71/77 eliminating the necessity for prior Ministerial approval for disposition of any class of real property or land.

C.4.1 **RECOMMENDED** that a school district leasing/renting excess space establish a special account for income and expenses with regard to the leased/rented space, and that the School Buildings Board only exercise its discretionary powers with regard to a reduction of financial support for a school buildings project, when and if it establishes that a district has unduly profited by the situation.

C.4.2 **RECOMMENDED** that the School Buildings Board, in consultation with existing school districts, establish acceptable income/expense ratios to be used as the basis for determining undue profit.

cont'd.

SUMMARY OF RECOMMENDATIONS

III. RECOMMENDATIONS TO ALBERTA EDUCATION (cont'd.)

C.5.1 **RECOMMENDED** that Alberta Education consider establishing special class size standards for special programs such as ECS, TMH, EMH, etc., that take into account the particular nature and requirements of these programs.

I. INTRODUCTION

A. RECOGNIZING THE PROBLEM

Since WWII, THE problem in education has been overcrowding. Classes have been held in temporary buildings, church basements, or converted hallways; students have sat on window sills for the first weeks of term while teachers scrounged yet more desks for their classrooms; whole schools have gone onto shift systems while the administrators have scrambled to build more new schools. Although by the 60's there were already predictions that the baby boom would 'bust', those educators who actually heard them merely sighed with relief. The thought that excess school space could be a problem was simply absurd.

The dilemma of excess space is a recent and somewhat surprising problem for most school districts in North America. In 1974, the Educational Facilities Laboratories found, through a survey of 100 school jurisdictions in 40 states, that a common first response to the excess space problem was simply not to notice.

Those who had become aware of the new situation welcomed it:

> *When shrinkage first occurs, the survey shows that superintendents tend to follow the same priorities in allocating freed-up classroom space. Primary consideration goes to "curriculum enrichment"; in the case of older schools that usually means recapturing space for art and music rooms, or expanding math and science labs.... Over and above such catching up, enrichment means the development or expansion of the newer techniques...(EFL: 1974, p. 29)*

But even as administrators were using the space to broaden the range of their educational services, the problem itself was escalating. Too many classrooms became available and whole schools were operating well below capacity.

> *As with population, so with enrollments; the momentum of past growth tended to obscure the effect of current change. (Fewer Pupils/Surplus Space, EFL: 1974, p.8)*

> Learn from experience. Don't make the same mistake twice. History repeats itself. Once bitten, twice shy.

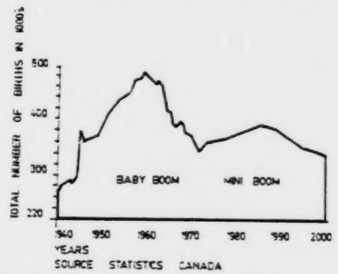
These are all platitudes, cliches, reflecting our common, often valid, human belief that what we have learned from the past can help us cope with the future. Occasionally however, the facts which have governed that past learning experience change so radically, albeit sometimes gradually, that our experience becomes instead a hampering factor in dealing with current situations. For many educators across all of North America, this is the situation in which they have found themselves since the mid 70's.
(Ways of Using Excess Space: Stage I Interim Report Communitas/Taylor; May, 1981, p.1)

School District Uses

- *reduced class-size*
- *expanded kindergarten programs - more children, full day*
- *resource rooms - art, music, science, counselling, teacher planning spaces, club rooms*
- *expanded pre-school programs*
- *parents' lounge volunteers' room - for use by PTA, Parent Advisory Councils, home/school programs, etc.*
- *administrative offices - reduction of need for leased space, moving administrators back closer to children*
- *special education facilities - partial mainstreaming, serving additional children*
- *talented and gifted programs*
- *resource centre - district or sub-area-wide, art, music, science programs to which children are brought rather than spreading these services out over many schools*
- *vocational schools*
- *adult education programs - daytime as well as evening classes, and offices.*

(NSBA, 1978, p.15)

BIRTHS IN CANADA : 1940 - 2000



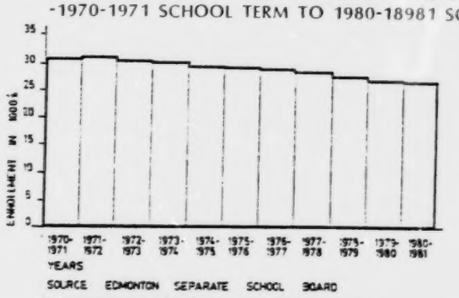
(Communitas/Taylor, May 1981, p. 30)

The causes of decline due to changing demographics are more complex. Among the possible reasons for a drop in the number of families with school-age children in districts may be.

- *loss of jobs in the area, due to major businesses or industries moving out;*
- *a slow down in previous industrial or business growth;*
- *zoning policies that inhibit new housing young families can afford;*
- *lending or tax policies that encourage housing development further out in the suburbs;*
- *highway construction that makes non-city living more attractive;*
- *an increase in the numbers of senior citizens who, for economic reasons, choose to remain in housing that might otherwise be occupied by young people with children;*
- *deterioration of neighbourhoods to the point that they are seen as less desirable places to bring up children - crime, pollution, traffic, lack of recreation facilities;*
- *renovation or restoration movements in inner city areas that replace large, low-income families with children with childless, more affluent residents;*

(Declining Enrollments VSBA, 1978, p. 5, 6)

GRADES 1-12 ENROLLMENTS,
EDMONTON (R.C.) SEPARATE SCHOOL DISTRICT #7
-1970-1971 SCHOOL TERM TO 1980-18981 SCHOOL TERM



(Communitas/Taylor, May 1981, p. 33)

B. DECLINING ENROLLMENTS - SHRINK/SHIFT

The excess school space problem is not simply a matter of educational over-building to meet the demands of the baby boom, and consequent empty classrooms now that the birth rates are declining. Without doubt, there is the general decline in birth rates across North America which is contributing to the decline in school enrollments. For example, the Alberta birthrate has declined from 30.6/1000 in 1960 to 20.0/1000 in 1970 resulting in a major shift in the Alberta population distribution by age group, and consequently, in a substantial general decline in enrollment.

Shrinking of the population, particularly the school age population, is not, however, the only factor in declining enrollments. The shifting of population settlement patterns has a major effect on enrollments, especially from rural to urban settlements and on a neighbourhood by neighbourhood, and within neighbourhoods on a school by school basis. As urban neighbourhoods mature, their population profiles mature also; areas where schools were bulging at the seams in the early sixties are now closing schools. As economic conditions change, young families (the ones with children) move to different parts of the country, open new areas of the province, settle in different neighbourhoods in the towns and cities. The relationship of shrinkage and shift might well be compared to the relationship of ocean waves and tides; the waves of population decline affect the whole school population. But these waves can be completely obscured by high tides of local movement either into a community due to economic boom or desirability of a newly developed area, or out of a community for reasons such as change of predominant housing type, closing of industry, or changes in zoning policies.

C. TYPICAL RESPONSES

The initial response to excess school space has been to upgrade and expand educational opportunities. For many districts, however, this response does not fill the space available. From the educational literature, and surveys it is evident that the most usual dispositions of excess space include 'mothballing', rental/lease (which can further be divided into short, medium and long term) and sale of property.

1. MOTHBALLING

The EFL study done in 1974 found that "About half of the superintendents we spoke with said that they had 'mothballed' schools," i.e. placed schools in storage, andnoted the circumstances in which mothballing might be a valid alternative:

> *The logical choices for mothballing are schools in areas where potential growth or recycled housing would bring in a new school-age population. Age and condition of a building are also used as yardsticks: if it's well-built and well-designed, the district hangs on to it because it might be financially prohibitive to replace it at a later date. (EFL: 1974, p. 29)*

Given the possibilities for vandalism, general building deterioration, and community pressure, mothballing is generally seen as an undesirable use of excess space.

2. SHORT AND MEDIUM TERM LEASES

After upgrading and expanding educational programs, perhaps the next most common immediate response to surplus school space is the offer of space to other education, community or government uses. School space usually becomes vacant, at least initially, on a classroom by classroom basis. Many

Possible Changes in District Organizational Patterns

A number of the uses of space suggested have implications for extending or changing organizational patterns. Such possible changes include (not in order of priority):

- *Centre School Concept*
- *Year Round Schools*
- *The 4-4-4 pattern of grouping school grades*
- *Extension of program to 4 year olds (Early Childhood Education)*
- *Paired schools (K - 3 grades in one school, grades 4 - 6 in neighbouring school)*
- *District-wide daytime community schools programs*
- *Establishment of "alternative" schools*

(Alternative Use of School Facilities Highline School District: 1980, p. 57)

Mothballing:

The number one problem is vandalism. Next is the pressure from those who can't stand seeing valuable property sitting idle. Finally, it's a psychological thorn in parents' sides: 'Since it's not being used for anything else, why can't our children go there?'
(EFL: 1974, p.30)

Partial Use of Buildings

1. *Use space that becomes available at each level to fulfill educational, administrative and operational needs being met in some schools but not in others. Such needs might include:*

   Resource Centres
   Storage
   Audio-Visual Rooms
   Tutoring Areas
   Administration Offices
   Specialists' Offices
   Music Teaching Areas
   Special Reading Areas
   Small Group Instructional Space
   Cross Age Tutoring
   Appropriate Work Space for Teachers
   Tutoring by Adults

2. *Reserve space for new ideas being contemplated to fulfill educational, administrative, and operational needs of the school district. Such needs might include:*

   Industrial Arts Rooms
   Science Labs
   Horticultural Labs
   Multi-Service Rooms for Cooking, Art and Carpentry
   Retreat Rooms
   Private Space for Teachers to Confer with Students
   TV Centres

3. *Start some "Centre School" programs in elementary school space.*

cont'd

cont'd

4. *Use rooms for special secondary programs or classes (such as auto mechanics, drama, cultural arts) where there now is insufficient space.*

5. *Provide several rooms district-wide for community schools' programs which have large space or storage requirements.*

6. *Provide rooms for additional daytime Community Schools' classes.*

7. *Reserve some rooms for meeting spaces and inservice training only.*

8. *Use part of a building to provide a Teacher Centre for district staff.*

9. *Establish pre school in the wing of a building when it is compatible with other uses.*

10. *Place the overload of regular high school classes in extra space in elementary schools.*

11. *Place administration for all Federal and state special grant programs at one school.*

12. *Provide special reading labs for adults of our community as well as school children.*

13. *Establish day care centres or preschool centres.*

14. *Close or demolish old parts of structures and use only the newer wings, where appropriate.*

15. *Close wing(s) of schools where design allows this to be done inoffensively (not prioritized).*

Total Use of Buildings or Sites

1. *Create a district wide facility (Centre School) for:*
   a) *advanced work in the areas of drama, music, art, cultural enrichment;*
   b) *reading and basic skills laboratory for primary through adult;*
   c) *an "alternative" school for students of all ages, including gifted;*
   d) *a special training centre for all levels of students for advanced work in such subjects as languages, mathematics and science.*

2. *Create a Teacher Centre: work space, tools, materials, etc. for developing curriculum materials and teacher skills and exchange of ideas.*

3. *Create a "Model" school where the district can try out and demonstrate new ideas or innovations, perhaps in connection with a Teacher Centre.*

4. *Establish additional storage or depository facilities.*

5. *Convert several elementary buildings to middle schools - change the junior highs to middle schools. (The 4-4-4-plan was not popular with the subcommittee)*

Use of Sites Having No Buildings

1. *Create playfields.*

2. *Use for vocational agriculture.*

3. *Make sites available for usage as parks.*

4. *Establish ecological study areas.*

5. *Provide garden sites.*

6. *Create an archaeological site.*

7. *Establish our own farm site, including animals.*
   (*Highline School District*: 1980, p.57)

community organizations only require reasonably small spaces, and it is consequently appropriate for them to take up space classroom by classroom. Second, by allowing community uses in portions of schools, a school board may keep many schools open even with declining enrollments, yet utilizing the facilities fully. In addition, since short or medium term uses are almost always community, government, or other non-profit organizations, the administration does not have to deal with the somewhat thorny problem of renting publicly supported facilities to private profit making organizations. Finally, short term or medium term leases allow an administration to return schools to school uses should enrollments require.

Short and medium term leasing has the advantage of allowing space sharing, and reasonably easy re-conversion of space to educational uses. It has the disadvantage of limiting potential uses, and perhaps, of limiting any economic return on the space.

3. LONG TERM LEASE/SALE OF FACILITIES

The current education literature gives extensive discussion to community schools as a way of dealing with declining enrollments on a long term basis. New schools are being designed to contain simultaneous multiple uses. Older schools are being converted, and community groups are taking over sections of schools, or indeed whole schools, with considerable security of tenure.

The education literature indicates that a substantial number of school jurisdictions sell facilities, or return them to another level of government where the school property is owned by the municipality, province or state.

Long term lease or sale of property generally allows for a broader range of supplementary uses, and perhaps, provides an economic return on property for a school district. On the other hand, it usually requires the closing of whole schools, considerable modification of buildings, and makes re-conversion of space to educational uses difficult or impossible.

4. POTENTIAL SUPPLEMENTARY USES

The range of supplementary uses found in school buildings across the continent is very broad, ranging from restaurants, print shops, housing, alternative education, to churches. The chief factors which affect the range seem to be

a) whether the space is shared with educational users;
b) whether the school board expects to require the space in the future for educational purposes;
c) the school authority's perception of the "proper" or appropriate uses for a publicly supported educational building.

some possibilities

- Public education
- Private education
- Public recreation
- Private recreation
- Public service
- Private service
- Social service - public
  - private
- Housing - public
  - private
- Commercial
- Community Centres
- Religious

The City of Hamilton, Ontario, leases space to a private education use, which primarily teaches English and Science to foreign students. The lease is for three years with renewal possible for an additional year. Reuse of the school is not considered a constraint to supplementary use, but zoning policies are. The residential zoning of most schools requires supplementary uses to be of a charitable or non-profit nature. The Board has examined the use of school buildings for senior citizens housing, and concluded that although such use is economically feasible, there is no demand in Hamilton at present for such housing.

The East York School Board, East York, Ontario, leases two classrooms to the Crippled Children's Nursery on a five year basis. The remainder of the school is used for school programs...

Lansing Public Schools, Lansing, Michigan, lease an entire school to a Head-Start program. The lease is for an indefinite period; however, the board is in the process of selling the building to the City of Lansing. As special permits were required from the city to allow this use, it may be concluded that the city intends to continue this use.

The Highline School District, Seattle, Washington, has done considerable study of appropriate alternate uses for surplus school space, including an extensive citizen committee assessment of priorities for school closure. The Highline District (leases one school) in its entirety to a church organization which itself operates several services including a community centre, pre-school, and recreational activities. This lease is for a five year period. The board (indicated) that zoning was a limiting factor in the options for supplementary uses.
(Ways of Using Excess School Space: Stage 1 Interim Report Communitas/Taylor: May, 1981, p.23)

II. ESTABLISHING THE DIMENSIONS OF THE PROBLEM

As noted in the introduction, excess school space has been the type of problem which sneaks up, one classroom at a time, on school districts. To identify the extent to which excess space is or may become a problem, and to prepare plans to turn the problem to a district's advantage, a school district must collect and analyze information about both elements in the space equation: enrollment trends and utilization of space.

A. ENROLLMENT OVERVIEW

In order to establish the existing or potential scope of the problem, it is recommended that a school district undertake a preliminary analysis of enrollment trends.

Most school districts already have the essential information available, or easily accessible to make basic projections of their potential 5 to 10 year enrollments. Given that one area of a school district may be growing, while others are declining, it is essential that enrollments be projected on a school by school or neighbourhood by neighbourhood basis.

The following questions should be taken into consideration when reviewing potential enrollments:

- has the overall enrollment decreased in the last five years?
- what has been the grade by grade retention rate in the last five years?
- what is the overall enrollment of the school compared to its capacity?
- what are the trends in classroom sizes?
- based upon current population data, what are the projected enrollments for the next five years?
- what are the characteristics of the population?
- what type of development has occurred in the past 10 years?
- are there any major developments that might affect the nature of the community?

- *Is there a disappearance of the problem of elementary classes which were three or four students beyond the school system's class size outer limits? Are the days gone when extra students in each class forced creation of a class on the stage, in the hall, cafeteria or gym?*

- *Is there growing evidence that elementary class size which once hovered at 27-30, has quietly slipped to 20-25 or even less?*

- *Are there statistics which show that total pupils at certain grade levels within some district elementary schools have begun to show a consistent decline over a two or three year period? For example, there may be considerably fewer fourth graders than seventh graders in the district, with gradual decline evident in the classes in between.*

- *Are there indications that pre-school census figures, previously quite reliable, now give cause for concern? Have suggestions been made to develop some form of computerizing the census process, conducting a mail census or telephone survey?*

- *Has feedback from local realtors revealed a marked decrease in the influx of families with pre-school children and in the arrival of young marrieds who represent a potential decline in enrollment of pre-schoolers?*

- *Are there requests from elementary administrators seeking authority to convert unused classrooms into resource centres, special help areas, extensions of the classroom, or a "faculty smoking room", etc.?*

Yes answers to the above questions about the schools may well be cause for serious in-depth study of school district enrollment possibilities.
(Declining Enrollments What To Do, AASA Executive Handbook Series, Volume II, 1974, p. 2)

The broad movements between and among regions provide a general background of population change - or as sociologists say, the macroview.

School districts, however, also need a microview, a means of keeping tabs on what is happening in the way of migration on their own precise turf. Here, unfortunately, the demographers are of little help. They recognize the need and significance of the problem but the methods of analysis are limited. There are, of course, any number of indicators but, for many of these, data are not available on a sustained basis.

The essential ingredient for a picture of local mobility is an accurately taken preschool census. It simply is not enough to know the number of births and the first grade enrollments six years later. If the movement of people is substantial, a six-year blackout of information can be explosive - or implosive. Other indicators of local mobility include impact factors such as defense industries, military base openings or closings, tract developments, urban renewal actions, shifts in ethnic and racial composition of neighbourhoods, zoning changes permitting change in use, sewage developments, housing starts, apartment developments. The list is long and the elements selected depend upon local availability of data and the ingenuity and alertness of the local planning agency or school system.
(EFL, 1974, p. 49)

Unless you are in a district that does not conform to the national trend, you are going to lose pupils. There is no need to guess wildly at this loss because with a little research, you can estimate how many children will attend school during the next five years. (Kindergarten children five years from now are already born). Ten-year estimates are more complicated, requiring estimates of births and, of course, being subject to all the uncertainties of a lengthier time span from today's baseline. But ten years is not a very long time in the life of a school.

In any case, look to see if there is a noticeable difference among populations in each grade of your high schools, middle schools, and elementary schools. If so, you have a good indication that school enrollments are reflecting birth changes or population migrations, or both. For example, in a district in which there are 600 students in each of the high school classes and no more than, say, 350 in any of the lower grades, it is not difficult to see that when the smaller classes reach the high school, the total district size will be considerably less.

Other factors will also affect the enrollments. For instance, a district with a private or parochial K - 6 or K - 9 school will get a "bump" if and when these pupils enter the public schools. Or, you may get more students staying through high school if your programs meet the needs of those who do not intend to go to college.

The next step is to analyze your student population on a school-by-school basis rather than districtwide. It may be that in one section of a community there is a decline in the number of elementary school children, while in another area the number of children entering school remains constant and will keep that school at or close to capacity. A Massachusetts district reports that in one attendance area there have been no births for the last three years, but two other schools will have a continuing flow of entering pupils for at least four more years.
(Surplus School Space: Options and Opportunities
EPC, 1976)

Much of this data is already collected by school boards since it is required as part of any request for capital funding of new school construction under The School Buildings Regulation.

A school division shall include the following with a capital budget it submits to the board:

a) a record of enrollment in the school division for each of the previous five years;
b) an estimate of future enrollments in the school division as of September 30, for each of the next five years;
c) a statement of enrollment of pupils who are not resident in the school division, their place of residence classification and copies of tuition agreements;
d) a report of the grades being served, classification, reclassification or modification of existing school facilities in the school division;
e) a report on the use and location of any existing portable classrooms, portable sections and self-contained portable schools; in the school division;
f) a report of all changes to fixed capacity affected by the school division;
g) a report of the operational capacity of the school division;

h) the fixed capacity and enrollment of any school building in another school division constructed in whole or in part for the use of pupils from the applicant school division;
i) a report of disposal, sale, lease, or other use of a school building, or part of it, no longer used for instruction of pupils and the date of the approval of the disposal, sale, lease or other use (if the approval of the Minister is required pursuant to Section 93 of The School Act;
j) a list of any proposed or actual closure, disposal, or lease of a school building in the school division...
n) an overview of planning legislation and development activity affecting the school division.
(School Building Regulation, 1979
Alberta Education; 1980, p.9)

The above information should give a school district an overview of the patterns of enrollment and some factors which may influence future enrollment. Figures indicating the number of children in the 0 - 5 year old range give a base number of children available to a school system over the next five years. Figures indicating the grade by grade retention rates over the past five years, combined with information about any major developments such as neighbourhood plans, economic booms or declines, the population profile of the neighbourhood, and so on, will assist planners in determining the relative stability of the neighbourhood and thus of school enrollment.

B. SPACE UTILIZATION

There is a variety of ways in which a school district might choose to calculate the degree to which its space is currently utilized. Of most importance is the need to identify space which is not only excess to current educational needs, but also potentially useable for supplementary users. To be useable, space must be definable and physically separable from space used for education. The following material reviews the Provincial Utilization Formula for determining space utilization, and then proposes a second formula, called the School Needs Formula, to determine potentially useable excess space within the school system.

1. PROVINCIAL UTILIZATION FORMULA

This formula was developed as part of the School Buildings Regulation. (Alberta Regulation 180/79, amended by the Alberta Regulation 233/79 and Alberta Regulation 198/80) to determine how much provincial support would be available to a particular school board for the construction of any new school buildings, the replacement of existing school buildings, or the addition to existing facilities. With the exception of the first elementary school constructed in a new subdivision of 2.6 square kilometers or larger within the cities of Edmonton and Calgary, the amount of financial support that a school board

will be able to obtain from the Province is directly related to its utilization of its existing facilities. Under the current formula, the maximum financial support that a board can obtain is 85% of the maximum predetermined support for the type of building in the particular area. This amount can be increased to 85.85% if the school building project provides for the integration of special education satisfactory to the School Buildings Board. For the complete details of the application of the Provincial Utilization Formula, the school district should review the School Building Regulation, 1979, New Construction and Funding Policy available from Alberta Education.

Two factors are compared in order to obtain the utilization ratio under this formula. The first factor is what is termed the operational capacity of the school. The second is the full-time equivalent total enrollment for the school as of September 30th each year. The actual total available space within a school may not, however, be included in the determination of the operating capacity of a school. Since this formula was originally developed to determine funding for replacement, renovation and new building, fixed deductions were established to allow for the age of a facility, ancillary space requirements, and space that has been rented out.

As well as exempting some types of available space, the Provincial Utilization Formula varies from actual utilization by not counting all enrollments as full-time equivalent enrollments. For example, since Early Childhood Services is a half-time program, it requires two early childhood enrollments to equal one full-time equivalent enrollment.

The Provincial Formula,thus, provides what can be termed an indication of gross space utilization, and therefore, a definition of potential excess space. It establishes a utilization percentage indicating the relationship between the annual full-time equivalent enrollments for the facility and the operational capacity of a school facility. In other words, if a school facility is 50% utilized, it should have 50% excess space.

The following fixed space deductions are permitted in the Provincial Utilization Formula:

a) a school or portion of a school that is

(i) a portable classroom under a school building project for which the tender or scheme of construction was approved by the Minister prior to December 31, 1974, and 15 years old or more;

(ii) a portable classroom other than a portable classroom described by subclause (i) and 20 years old or more;

(iii) of wood frame construction and 35 years old or more, or,

(iv) constructed of reinforced concrete, steel laminated wood beams or masonry and 50 years old or more;

b) one classroom in each school building with a fixed capacity of 500 or less;

c) two classrooms in each school building with a fixed capacity over 500;

d) a portable section utilized temporarily with the approval of the Board, in new growth areas while a new school building is being planned or completed.

e) a school or part of a school that, with the approval of the Minister under The School Act, has been

(i) turned over to the Minister of Housing and Public Works;

(ii) converted to another public use by agreement with another public body;

(iii) leased for a specific purpose;

f) a school or part of a school that has not been disposed of under clause (e) but, with the approval of the Board, has been converted to a use other than for the instruction of school pupils;

g) a school or part of a school with respect to which no appropriation of funds from the Government was used to finance construction.
(Alberta Education, 1980, p.5)

2. SCHOOL NEEDS FORMULA

There are three basic problems in using the Provincial Utilization Formula to determine excess school space. First, the operational capacity is arrived at by deducting age, ancillary facilities, and other deductions such as rentals from the total capacity of the facility. Space deducted from the total capacity may, in fact, be excess to the needs of a particular school, but would not appear as under-utilized school space. Second, enrollments for programs such as Early Childhood Services, (ECS) which are only half-day programs, are not counted as full enrollments. While it may be accurate from the perspective of establishing full time equivalent enrollments to count ECS as half-time, in terms of space utilization programs like ECS, because of their special nature, may require a classroom space on a full-time basis. This may cause fully utilized space to appear as under-utilized or excess space. The end result of these two problems is that a school may appear to be either more or less utilized than it actually is. The third problem with this formula is that it deals with gross utilization of an entire school based upon a fixed operational capacity of 25 students per class space. Thus, a school operating with an average of 20 students per classroom, could appear to have 20% excess space, despite having every classroom used, i.e. the excess space is not physically separable from space required for education programs. To attempt to deal with these three problems, a formula is proposed based upon the nature and configuration of space that is required for K - 12 educational purposes. Termed the School Needs Formula, the following definition identifies the nature and configuration of space for the delivery of the educational programs:

> Any space within an existing school building or portion thereof which is not required for the appropriate delivery of K - 12 educational programs shall be considered excess school space available for supplementary uses.

For the purposes of this definition, an existing school facility or portion thereof shall include

- all school buildings, including portables, that are considered by the school board to be in a condition to be available for educational or other use regardless of age or construction;

- all land upon which a school facility or portion thereof is situated;

For the purposes of this definition, the following formula shall be used for the determination of educational space requirements.

a) Classroom Requirements

. Early Childhood Services: One classroom shall be allocated per every group of students defined as an Early Childhood Services Class, regardless of the duration of the Early Childhood Services program. Notwithstanding the foregoing, if a school should have two Early Childhood Services classes, each of which is only a half-day program a classroom shall be allocated to each class only if such classes are conducted concurrently. However, if the classes are conducted consecutively, in such a manner that one or more classes could utilize the same classroom space, only one classroom shall be allocated for the program.

. Regular 1-12 Programs: One classroom shall be allocated for

- every classroom teacher;

- every principal who has a homeroom class;

- every vice-principal who has a homeroom class.

b) Special Programs

. In schools that provide special programs, one classroom shall be allocated for each group of pupils defined as a special class for the purposes of the delivery of the special education program. Without limiting the foregoing, special education programs include Adaptation classes, Educably Mentally Handicapped and Trainable Mentally Handicapped programs.

c) Special Classes

. In schools that have special classes and special class instructors, one classroom appropriate to the needs and requirements of the special class shall be allocated to

each special class. Without limiting the foregoing, special classes include resource room programs, learning centre programs, industrial arts program, and home economics programs.

d) Ancillary Requirements

. One ancillary space shall be required for each 250 students or portion thereof.

e) Support Facilities

. Space within school buildings and land surrounding school buildings shall be allocated in such a manner as to ensure the provision of the necessary support facilities to meet the educational needs ofeach particular school. Without limiting the generality of the foregoing, support facilities shall include staff and administrative facilities, gymnasium facilities, and outdoor recreational space and facilities.

For the purposes of this formula, a classroom shall include

. a physically divided space within an existing school facility which would be used for the instruction of one group of students considered a class. This shall include ordinary classrooms, home economics classrooms, industrial arts rooms, science rooms, business education instruction rooms, art rooms, as well as any other rooms required for any specialized K - 12 educational program.

. physically definable space within an open area or undivided space, excluding a gymnasium or any portion thereof, which is used for the instruction of one group of pupils considered to be a class.

In summary then, it is suggested that school districts use the School Needs Formula, or some similar formula, in order to ascertain the amount of definable separable excess space within their system. Using this calculation of utilization, in combination with forecasts of enrollments, will enable a school board to determine the dimensions to the excess space problem with which it might have to deal over a 5 year period.

III. PLANNING TO PLAN

A. WHY PLAN ??

If a school district, upon analyzing enrollment trends and space utilization, determines that excess space is, or may become a problem, it may adopt one of three options:

1. OPTION 1: NO INTERVENTION

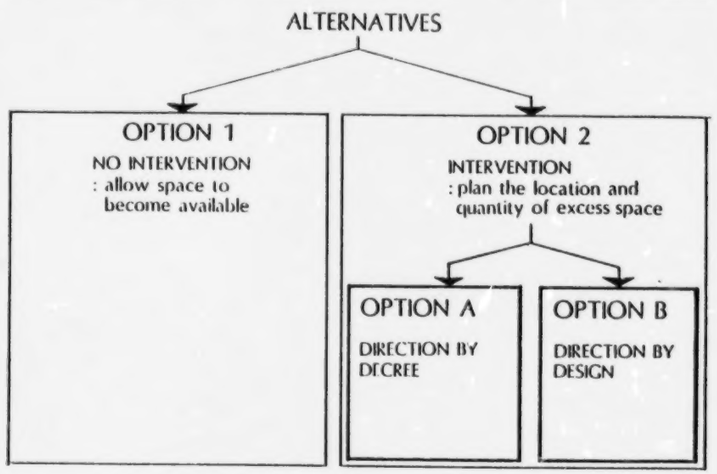
The school board could decide to adopt a strict no-intervention policy, thus allowing settlement patterns and fertility rates to determine where excess space would arise. Such a policy would not ensure that the space most suitable for education would be used for education; it would not ensure that the space most economical and efficient to operate would remain in operation; it would not ensure that space suitable for uses other than education would become available forthose uses; nor would it ensure that space which was available for other supplementary uses one year would necessarily be available the next; it would ensure that excess school space would become available in a relatively unpredictable random fashion, and that decisions about disposition would be made on an ad hoc basis.

2. OPTION 2: INTERVENTION

The second option involves directing the availability of excess space by analyzing enrollment trends, the inventory of space available, and directing use in such a way as to ensure the optimum use of all available space. Such an approach would increase the opportunity for a broad range of supplementary uses. In addition, it is more likely to ensure that the most suitable facilities are available for educational purposes.

As one board member described the process, "We went rolling in naively, adding up kids and square footage. It was a debacle." When the closure list was made public, various neighbourhood groups were quickly able to demonstrate the inadequacy of the data on which the recommendations were based.
(School Closures in Seattle: The Politics and Management of Decline
Institute for Public Policy and Management. 1981. p.6)

DIAGRAM 5.1 : ALTERNATIVES TO MANAGEMENT OF EXCESS SPACE



(Communitas/Taylor, May 1981, p. 207)

It is up to the school board to take the initiative in 'infiltration' of these organizations (community organizations, Chambers of Commerce, etc.) and in leading others to understand the roles schools play in revitalizing an area. Without this important interchange and collaboration, many school district efforts will be thwarted at the onset (for lack of funding and community support).
(NSBA: 1978, p. 7)

Citizen participation must not be based on "token" or trivial involvement. A good many school districts are learning that genuine community participation in planning facilities and progams equals increased understanding, empathy for education problems/concerns and, most important, a sense of ownership of the community's public school system. It can only lead to a more positive portrayal of the school district.
(NBSA, 1978, p.7)

In addition to facility planning, citizens played critical roles in desegregation, school finance, and long-range educational planning. Involvement takes many forms, ranging from the ad hoc group that organizes around a specific issue to broader based, ongoing groups that tend to work in a collaborative way with school officials. A third kind of group that has emerged using the approaches of the other two is the informal coalition of citizen leaders who bring their citywide constituencies together around a particular issue.
(Institute for Public Policy and Management: 1981, p.24)

The Canadian city, Toronto, also invited citizen participation in finding new uses for empty school space. Toronto's problem as of 1975, was still confined to empty classrooms and incomplete buildings, and the board of education set up local committees to allocate vacant rooms to nonprofit users.

The overall scheme is called Parallel Use, which means that a group can have exclusive occupancy of vacant educational space between 8:0' AM and 10:30 PM, Monday through Friday. The decision on whether space is vacant and who can use it for each school is made by a Parallel Use Committee (PUC) of school staff, parents, residents, and local businesses and agencies. A PUC is established if a school has under 700 pupils and more than three empty classrooms, or if it has more than 700 pupils and over five empty rooms.
(EFL: 1976, p.66)

a) OPTION 2A: direction by decree (centralized)

Within the intervention option, there are two possibilities, intervention by centralized decision or by decentralized process. Intervention or direction by decree has been found, in other jurisdictions, to be a solution fraught with anger, citizen-board confrontation, frustration, and misunderstanding. The impact of a change of use in a school affects students, teachers, parents, neighbours, and ultimately, entire systems. Where that change is directed without real involvement by those affected, it tends to be viewed as arbitrary, unmotivated, and sometimes, hostile.

b) OPTION 2B: direction by design (decentralized)

The second intervention option, 'Direction by Design' is a process intended to provide opportunities for those affected to participate in designing and implementing their own specific plans for the space in their own particular schools. Jurisdictions which report ability to deal with excess school space and the various problems and opportunities which such excess space creates invariably report some method of citizen involvement. Involvement has tended, first, to lessen the impact of changes on the various groups, students, parents, teachers, neighbours, etc. who are affected; second, because of the diversity of the information and perspectives brought to bear on the issues, involvement has tended to increase the flexibility of the systems and the creativity of the solutions developed.

In summary then, it is recommended that plans for utilization of excess space be developed through a 'Direction by Design' process permitting maximum citizen participation in both planning and implementation of the plan.

B. ORGANIZATIONAL REQUIREMENTS

Experience suggests that there are several elements which must be present in the basic administrative structure to enable a planning process to be successful.

1) there must be clearly stated goals, objectives, jurisdictions and tasks for the process;

2) all groups affected by excess school space should be involved;

3) there must be a good data base available to all parties;

4) the process must be allocated a reasonable time frame;

5) there must be a variety of process options available to fit the different situations which are likely to be encountered during the over all planning and implementation process.

PLANNING FOR DECLINING ENROLLMENT

1. *A SET OF AGREED UPON GOALS: with specific objectives spelled out for each.*

2. *A FACTUAL BASE: defining the "givens" upon which the plan can be developed. In the case of a plan for facility use, this base includes enrollment and their projections; schools, their location, capacity, and general level of adequacy; community changes affecting the location of people and the composition of their groupings; and a "picture" of the physical structure of the district. Cost data on new construction and/or renovation may also be required.*

3. *AN ANALYSIS OF THE FACTUAL DATA: This is an exercise in "fitting the numbers - pupils and schools - together, and of arranging them in their physical setting.*

4. *A SET OF POSSIBLE SOLUTIONS: alternative grade organizations, patterns of school use, abandonment for outmoded and/or unsafe schools, needed new construction or closings (or both).*

5. *A CHOICE AMONG ALTERNATIVES for a preferred course of action; a justification for the alternative selected; the preparation of the time sequence for the actions to be taken; a cost analysis of the implications of the selected plan as against alternative options.*
(Highline School District: 1980, p.2)

IV. THE PLANNING PROCESS

A. ESTABLISH GOALS, OBJECTIVES, AND PRINCIPLES

The first essential step in any planning process is to establish the overall framework of goals and objectives within which the process will operate.

A basic assumption upon which the planning process must be based is that the primary mandate of a school district is to provide educational opportunities to residents within its jurisdiction. Thus, a basic purpose of the planning for ways of using excess space is to ensure that the facilities most suitable for the education programs are identified and retained for educational purposes. Therefore, it is recommended that a school district adopt goals, objectives and principles as follows:

1. GOALS AND OBJECTIVES FOR THE USE OF SCHOOL SPACE

These goals and objectives should reflect the prime concern of any school system; that is, its ability to serve the educational needs of its students. The goals and objectives should also suggest some directions which a school district might take once its primary task of education has been suitably provided for.

2. OBJECTIVES FOR THE USE OF EXCESS SCHOOL SPACE

The primary objective for the use of excess school space should be defined in terms of the school district's mandate to provide educational services to residents within the district.

SAMPLE: GOALS, OBJECTIVES AND PRINCIPLES ADOPTED BY THE EDMONTON SEPARATE SCHOOL BOARD AS DIRECTION FOR THE PREPARATION OF A 5 YEAR PLAN FOR WAYS OF USING EXCESS SPACE

In order to develop goals and objectives for the use of school space, and principles for the disposition and use of excess school space, it is necessary to begin by defining the terms to ensure a common understanding of the intent of the goals, objectives and principles upon which the plans and policies are to be based.

A. DEFINITIONS

In order to develop goals and objectives for the use of school space, and principles for the disposition and use of excess school space, it is necessary to begin by defining the following terms:

Education is a process designed to provide tools, information, skills and methods which enable the learner to know/learn about self and universe on both a practical and a philosophical/spiritual level.

Students include

a) students over whom the E.S.S.B. has legal jurisdiction, in particular students in grades K - 12*, and special programs such as, but not limited to programs such as Adaptation Classes, Educably Mentally Handicapped and Trainable Mentally Handicapped programs.

b) students for whom the E.S.S.B. has assumed a program responsibility. This category includes but is not limited to students in programs such as Continuing Education programs.

c) students for whom the E.S.S.B. facilitates programs by contracting with private teachers or other agencies, to provide particular types of education.

School Facilities include

- all school buildings, including portables that are considered by the school board to be in a condition suitable for educational or other use regardless of age or construction.

- all land upon which a school facility or portion thereof is situated.

Potential Excess Space: any space within an existing school building or portion thereof which is not required for the appropriate delivery of K - 12 educational programs. It shall be considered excess school space available for alternate uses.

* Note 'K - 12' is used throughout this paper to refer to Early Childhood Services, regular grade 1 to grade 12 and all special programs run under the legal jurisdiction of the E.S.S.B.

B. GOALS FOR THE USE OF SCHOOL SPACE

School space shall be used

1. to enable the education of K - 12 students.

2. to enable provision of educational opportunity to a broad range of the community beyond the K - 12 system.

3. to enable the broadening of the range of education programs and activities both within and beyond the K - 12 system.

4. to ensure the long-term integrity of the Edmonton Separate School System.

5. to provide a physical resource to

   a) students/teachers
   b) the parent/ratepayer community
   c) the adjacent neighbourhood
   d) the city as a whole

cont'd

cont'd

C. OBJECTIVES FOR THE USE OF SCHOOL SPACE

School space shall be used to ensure

1. that education of students takes place in those facilities most educationally suitable to the particular task.

2. that space which is less educationally suitable for students or which has less possibility of being improved to an appropriate level of suitability be used for the maximum benefit of

   a) the parent/ratepayer community;

   b) of the adjacent neighbourhood;

   c) the city as a whole.

3. maximum accessibility for

   a) students/teachers

   b) parent/ratepayer communities

   c) adjacent communities

   d) city as a whole

4. that the maximum range of educational opportunities is available to

   a) K - 12 students

   b) other members of the community

5. that current and future uses do not jeopardize possible future educational opportunities - particularly K - 12.

D. OBJECTIVES FOR THE USE OF EXCESS SCHOOL SPACE

Excess school space shall be used in such a way as to ensure the maximum educational benefit to publicly funded K - 12 education, to students for whom E.S.S.B. has assumed a program responsibility, to students whose programs are facilitated by contract, to parents of students, to the neighbourhoods adjacent to the schools, and to the community as a whole.

E. POLICY PRINCIPLES TO GUIDE THE DISPOSITION/USE OF EXCESS SCHOOL SPACE

Principles for planning the disposition/use of excess school space:

1. The configuration of excess school space should be actively planned and directed by the school district.

2. Educational suitability or potential for increased suitability shall be the first concern in planning the disposition of excess school space.

3. Planning for excess school space should be done in concert with students, teachers, parents, ratepayers, adjacent neighbourhoods, and community users and potential users of school space.

Methods to be used in determining the disposition/use of excess school space:

1. Determination of excess school space and potential excess school space shall be done on the basis of the School Needs Formula outlined in Ways of Using Excess School Space.

2. Determination of optimum disposition/use of excess school space shall be made on a planning area basis, with planning areas determined by the school board and the consultants during development of the 5 year plan.

3. In an effort to make excess school space as accessible as possible to the broadest range of acceptable users, the school district, with potential users, shall attempt to remove barriers to types of acceptable use in general and to particular acceptable users.

cont'd

3. POLICY PRINCIPLES TO GUIDE THE DISPOSITION/USE OF EXCESS SCHOOL SPACE

Principles should be established to guide planning for the use of excess space, methods to be used for determining the use of excess space, principles regarding the acceptability of uses of excess space, and the nature of the school board's accountability for the disposition and use of excess school space.

4. OBJECTIVES FOR THE FIRST STAGE OF THE PLANNING PROCESS

To initiate the planning process, the school district should adopt objectives for the organization of the planning process and for techniques to be utilized, and should allocate a reasonable amount of time for the planning process.

B. ESTABLISH PLANNING AREAS

Depending upon the circumstances of a particular school district, it may be necessary to subdivide the school district into smaller, workable planning areas. The factors to be taken into account when establishing planning boundaries include:

natural boundaries such as rivers or transportation systems which tend to separate communities and define the geographic edges for a variety of community activities;

catchment areas of operating schools;

availability of data. Several agencies collect a variety of demographic, economic and other information useful in the analysis and identification of change in a school district. To avoid duplication of data collection, a school district should define planning areas so that such information may be used in the planning process.

Whether, in fact, it will be necessary to adopt planning areas will depend upon enrollment trends, the extent and configuration of excess space and the size, location and number of schools in a particular school district. Large urban districts may find it necessary, especially to encourage participation, whereas, rural districts or counties which have largely consolidated their facilities may find defining planning areas unnecessary and undesirable.

cont'd

Acceptability of users of excess school space:

1. Agencies and groups wishing to use excess space within the E.S.S.B. must be compatible with the philosophy of the E.S.S.B.
2. Potential users shall be ranked in order of their acceptability as users of excess school space in terms of the benefits they provide to the affected communities. Of first priority will be those users who provide benefit to K - 12 students/teachers, second priority to those who provide benefits to other potential students, third priority, benefits to the adjacent community, fourth priority, benefits to the community as a whole, fifth priority, benefit to ratepayers.
3. Excess school space should be used in ways which are acceptable to the other groups affected by that use.
4. Excess school space in schools which are partially used for K - 12 classes shall be used in ways which are acceptable to school administrators, students and teachers, and secondarily in ways which are acceptable to parents and the adjacent community.
5. Excess school space in schools which are not also used for K - 12 education, and other system operated programs, shall be used in ways which are acceptable to the adjacent community.
6. The school district and the user of excess school space shall jointly be responsible for minimizing any negative effects (e.g. increased traffic, parking, etc.) of the proposed use on the adjacent communities.
7. Through flexible leasing, marketing, and economic policies, the school district shall encourage as broad a range of users of excess school space as is possible and acceptable.

Accountability of school district for disposition/use of excess school space:

1. The school district's first responsibility is to ensure that its disposition and use of excess school space ensures the continued existence of maximum educational opportunity both for K - 12 students and for students of other system operated programs within the Edmonton Separate School System.

F. OBJECTIVES FOR FIRST STAGE OF FIVE YEAR PLAN

1. to develop methods to involve

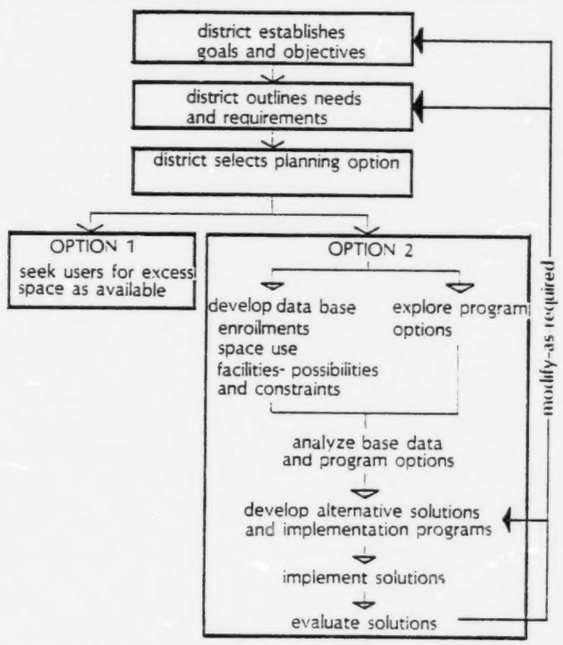
   a) students/teachers
   b) parents/ratepayers
   c) adjacent community
   d) potential users of excess school space

   in the planning and implementation of all phases of the five-year plan for school space and excess school space.

2. to develop a definition and method for assessment of educational suitability and for updating such assessments.
3. to develop methods for projecting enrollments and the amount/nature/configuration and location of excess space.
4. to establish criteria for assessing the initial acceptability and priority of potential users.
5. to define the nature of the school board's accountability and the degree of control over excess school space.
6. to identify any barriers to implementation of disposition decisions and develop strategies to overcome those barriers.
7. to develop a method and/or organization for the disposition of excess space.
8. to develop a method for on-going evaluation and updating of plan, (including such things as enrollment projections, leasing agreements, acceptability of users, etc.)

(Ways of Using Excess School Space: Stage II Interim Report Committee/Taylor: November 1981, pp 7-12)

DIAGRAM 5.2 : GENERAL PLANNING PROCESS FOR EXCESS SPACE



(Communitas/Taylor, May 1981, p. 215)

C. ESTABLISH A PLANNING ORGANIZATION

The next step in developing a planning process to guide the disposition of excess space is establishment of an organizational structure which permits all groups affected by excess school space to participate, and the definition of the jurisdiction and tasks of the participants.

1. POTENTIAL PARTICIPANTS

a) existing interest/information groups

Within each planning area there will be groups of people with particular interests in the schools and neighbourhoods and particular information about the schools and neighbourhoods. The planning structure should incorporate all these groups.

Educators

School district administration - including program area specialists
Superintendents
Principals
Teachers

Citizens

School Board
Parents
Neighbourhood Groups
Students
Potential users

Other

Existing supplementary users
Municipal agencies which may share space
Provincial agencies

b) task groups, tasks and jurisdictions

The complexity of the organization will, in part, be determined by the context in which the plan is developed. The following listing of groups, tasks and jurisdictions provides the minimum recommended organization plus proposals for modifying the organization for large urban environments.

i) SCHOOL BOARD

In any structure dealing with the disposition of excess school space, the board must play the leading role as the responsible decision making body.

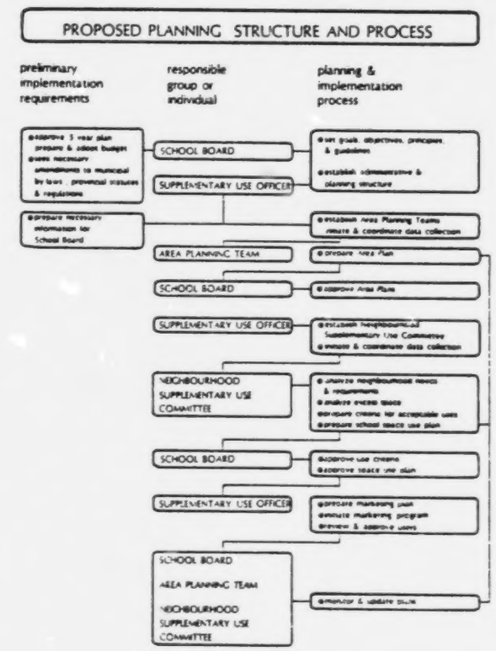
Jurisdiction - the school board is the body responsible for all policy decisions within the district. It is responsible for decisions which affect the district as a whole, for negotiations with anyone outside the system, for modifications to the policy, and for approval of all plans.

The school board will be responsible for setting and adopting the goals, objectives and principles for the use of school space and the disposition of excess school space. These goals, objectives and principles will guide the entire process of planning the disposition of school space, and implementation of the plan.

ii) SCHOOL BOARD ADMINISTRATION

To coordinate the activities of all groups involved in the planning and implementation process, there must be one responsible administrator. It is suggested that this coordination function be performed by a 'Supplementary Use Officer'.

CHART 1



(Communitas/Taylor, JAN. 1982, p. 93)

The Planning Team should also include representatives of municipal planning authorities, municipal recreation departments, recreational organizations which use the existing school facilities.

The function of the Supplementary Use Officer is to carry out the goals, objectives, principles, and policies of the school board in respect to planning and implementation.

Tasks:

- to establish Planning Teams and Committees;
- to coordinate the collection and dissemination of data for the teams and committees;
- to coordinate the preparation of school area plans;
- to coordinate school supplementary use plans;
- to prepare marketing procedures;
- to market excess school space according to school supplementary use plans;
- to coordinate review and conduct on-going evaluation of planning/implementation process;
- to prepare materials on behalf of the board with regard to by-law modification, etc.

iii) PLANNING TEAMS

For each planning area, whether an entire school district or a sub-area, identified as having current or imminent excess space problems, it is recommended that a planning team be established. Since this team will be responsible for assessing the present use of space, and for directing future use, it is essential that it be representative of the major interest/information groups affected in the area. It should include

- the principal of each school in the area;
- the chairperson or delegate from the Home and School Association or other similar school based parents group for each school;
- a representative of the teachers of each school;
- a representative of each local neighbourhood organization;
- the Superintendent;
- the Supplementary Use Officer.

Goal: the optimum use of space for educational programs and supplementary uses within the school space available.

Objectives: the preparation of a plan to direct the disposition and use of all school space, within a planning area.

Tasks:

- to be responsible for area planning and coordination;
- to assess the effect of enrollment changes on schools;
- to define desired programs;
- to identify facilities for educational programs;
- to analyze facilities in light of desired programs and inventory of facilities and program space requirements;
- to prepare a plan for use of educational facilities;
- to provide information to the community throughout the planning process;
- to monitor area enrollment patterns, needs and requirements on a yearly basis, and to modify the plan as required.

iv) SUPPLEMENTARY USE COMMITTEE

Depending upon the magnitude of the problem and the location of excess space in a school district, the responsibility for plans for use of excess space in specific schools may be assigned to the Planning Team, or to a committee established for each particular school. The concept of the Supplementary Use Committee is probably most appropriate to larger urban centres in which land use relationships may be of particular concern, and where the Planning Team may not be representative of a particular local neighbourhood. If a school district decides to establish a Supplementary Use Committee, it is recommended that the committee include

- the Principal;
- representatives of teachers/parents/neighbourhood groups;
- representatives of student organizations;
- representatives of custodial staff;
- the Supplementary Use Officer;
- the Superintendent.

Goals: to plan for and implement the optimum use of school space within a particular school in light of the area space use plan, particular school programs, space configuration, and neighbourhood requirements.

Tasks:

- to be responsible for local planning and coordination at the individual school level;
- to analyze flexibility and adaptability of spaces within their school from data provided by the Supplementary Use Officer;
- to analyze neighbourhood needs and requirements;
- to prepare, within guidelines of the area space use plan, a school space use plan;
- to prepare, within board guidelines, criteria for the acceptance of supplementary users within the particular school;
- to provide these criteria to the Supplementary Use Officer for purposes of target marketing;
- to provide information to the neighbourhood throughout the planning and implementation process;
- to monitor neighbourhood enrollment patterns, needs and requirements and provide such information to the Planning Teams on a yearly basis;
- to monitor uses within the school, and changes in neighbourhood needs and requirements, and modify the school space use plan as required.

v) TECHNICAL SUPPORT

Representatives from the board administration, especially program specialists, plus specialists from municipal and provincial agencies (e.g. Municipal Parks and Recreation, Provincial Department of Education, etc.) will act as resources to all of these task groups, through the Supplementary Use Officer. In particular, the local school district may utilize the planning services of the Planning and Research Division of Alberta Education.

D. DATA COLLECTION AND ANALYSIS

The planning structure is a structure which allows citizens to voice their concerns, examine the issues, and develop concrete solutions to the problems in their own areas and neighbourhoods, while the control and direction of the process is retained securely in the hands of the elected officials. To function effectively, this participating grouprequires information on a variety of issues. It is not expected that the citizens themselves will be required to become completely familiar with all the technical information involved in assessing enrollments, physical facilities and so on. Instead, the Supplementary Use Officer will coordinate the collection of the necessary data and will prepare and present the data to the board, Planning Teams and Supplementary Use Committees (if established), in forms which those groups can use as the basis for decision making.

1. ENROLLMENT PROJECTIONS

It has been proposed above that in order to define the scope of problems of excess space, preliminary analysis of enrollment trends be completed. Having identified the problem for a particular school or group of schools, it is recommended that a detailed analysis of enrollments and neighbourhood factors that influence enrollments be completed and made available to the Planning Team.

In projecting enrollments for the planning area, the projections should take into account the historical and current enrollments, retention rates, and potential enrollments based upon Civic Census Data and neighbourhood analyses. Enrollment projections should be reviewed each year by the Planning Teams. The extent of such a review will be dependent upon what has happened to enrollments in each area in the past year.

Gathering the Data for Enrollment Estimates

Because school districts maintain grade by grade enrollments, the base information for determining patterns of school enrollments for the past five years, as well as for future years, should be readily available. For the schools within the planning areas, the historical enrollment data can be used to establish overall change in enrollment as well as the grade retention rates.

Since school capacities are to be calculated each year by the school district, and the Provincial Utilization Formula, this data should be available to the Planning Team. General demographic data such as the number of people and age distribution, as well as the number and distribution of 0 - 9 year olds may be obtained from the Civic Census Data.

The following quesions should be taken into consideration when reviewing the potential enrollments on a school by school basis within a planning area.

a) review of enrollments for the last five years

- has the overall enrollment decreased?
- what has been the grade by grade retention rate?
- what is the overall enrollment of the school compared to its capacity?
- have enrollments of other school systems in the area been similar to those of your school district over the last five years?
- based upon current population data, what are the projected enrollments for the next five years?

b) analysis of neighbourhood factors that might affect enrollments

- what are the characteristics of the population of the feeder neighbourhoods?
- is there a high proportion of households whose children are now either mid-way or partially through the school system?
- is there a high proportion of senior citizens?
- is there a high proportion of single person households in the neighbourhood?
- is there a high proportion of people between the ages of 20 - 30 in the neighbourhood?
- how many children are there and what is the distribution of children per household?
- has there been a substantial change in the demographic characteristics of the neighbourhood in the last year?

- physical characteristics of the area

  - what is the nature of the housing stock in the area?
    . type of structures?
    . age of structures?
    . what type of development has occurred in the past 10 years?
    . what is the potential for development and redevelopment in the area?

  - are there any major developments that might affect the nature of a community?
    . is there a community plan being prepared?
    . is there any industrial, commercial, recreational, or transportation development that might affect the neighbourhood?

- what is the nature of household tenure in the area?
  . what is the tenure distribution?
  . what type of housing is occupied by owners?
  . what type of housing is occupied by renters?
  . in what type of housing do children 0 - 15 reside?

- what is the nature of household mobility in the area?
  . what percentage of the residents resided in the community in the previous year? 5 years?
  . what percentage of owners resided in the community in the previous year? 5 years?
  . what percentage of renters resided in the community in the previous year? 5 years?

- what is the accessibility of homeownership in the neighbourhood based upon income by house sales
  . number and nature of residential sales in area?
  . average sales price and the distribution of the sales?
  . what income would a family require to purchase a home in the community?

2. FACILITY ANALYSIS

Once the enrollment data have been collected and interpreted, the Planning Team should be able to determine the potential for excess space within its area. The next task for the Planning Team, then, is to analyze all the school facilities within its area to enable the Team to establish which space should be used for which purposes.

An assessment of educational suitability is necessary to ensure that the space most suitable for educational purposes will be used for education, and that space less suitable for education will be identified and allocated for other programs.

a) identification of facilities required for educational programs

i) DEFINE THE PROGRAMS TO BE OFFERED IN THE PLANNING AREA

- identify the required programs;
- identify the core subjects of the programs to be offered in a school;
- identify the programs which should be available in the planning area but not necessarily in a "home" school.

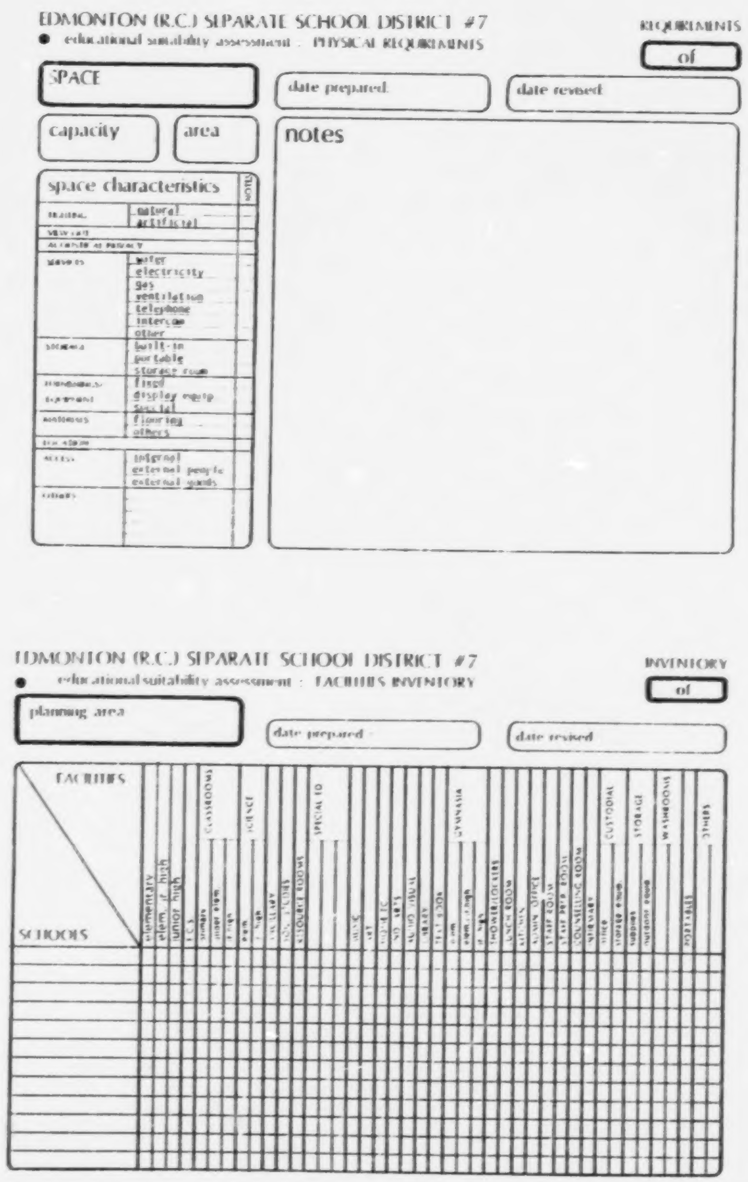
In the report Ways of Using Excess School Space - Stage I, May 30, 1981, it was pointed out that a necessary part of planning for the use of excess school space was the determination of the suitability of any facility to provide the required educational programs:

EDUCATIONAL ADEQUACY/SUITABILITY OF THE FACILITY

> This refers to the ability of a facility to meet the needs and requirements of the educational programs offered now and in the future, and the projected major physical replacement required to the building.

(Ways of Using Excess School Space - Stage I
Communitas/Taylor, May, 1981 p. 30)

The suitability of the instructional and non-instructional spaces within the school should be assessed in terms of the requirements of each of the spaces.... The space requirements represent a definition of the requirements of the instructional and non-instructional spaces within school facilities. It is proposed that the requirements will be reviewed and refined during the First Year Implementation Phase.
(Ways of Using Excess School Space - Stage II Interim Report
Communitas/Taylor: November, 1981 p. 31)



(Communitas/Taylor, Nov. 1981, p. 31)

ii) ESTABLISH THE SPACE REQUIREMENTS OF THE PROGRAMS

- identify the required instructional and non-instructional spaces;
- identify the types of spaces required for the core subjects of a program in a school;
- identify the space requirements for programs to serve the entire planning area.

iii) ANALYZE THE AVAILABLE SCHOOL FACILITIES

- complete an inventory of the school facilities in the planning area to identify the types of spaces available in each school;
- compare the inventory of facilities with the types of spaces required for the core subjects of a program to be accommodated within a school and for the programs which will serve the entire planning area;
- if there is a choice of schools or parts of schools available which could accommodate the programs, a detailed space assessment of the spaces within each school should be prepared.

iv) REVIEW OTHER FACTORS

Completion of the inventory of facilities in the planning area and the assessments of the spaces in terms of educational suitability should permit the Planning Team to identify the schools or portions of schools most suitable for the required programs. However, prior to selecting the spaces to be designated for educational purposes, the Planning Team should review several other factors:

Accessibility

- review the accessibility of each school or portion of a school in terms of

  . external circulation - is it barrier free?
  - are passenger drop-off facilities available?

  . internal circulation - is it barrier free?
  - are all required program spaces barrier free?

  . washrooms - are washroom facilities accessible?

Site Development

- complete an inventory of

  . recreational facilities - playground equipment
  - sports fields
  - recreation potential of site

  . vehicular facilities - access for private vehicles
  - access for disabled persons
  - access for emergency vehicles
  - access for service/ delivery vehicles

Location of the facilities

- what is the proximity of the facilities to the places of residence of the students?
- what are acceptable travel distances for students?
- what modes of transportation are available to the students?
- how convenient and safe are the traffic routes?
- do the students have to cross any major traffic arterials?

Physical condition of the facilities

- review the maintenance and replacement records to identify the present conditions of the facilities and to predict required improvements to the facilities;
- complete energy analysis of the facilities to identify deficiencies of the building envelopes;
- project budgets for required remedial work if any, and ongoing maintenance and replacement.

Operating costs

- obtain recent operating costs for each of the schools under consideration;
- project budgets taking into account any projected upgrading of facilities.

Upon completion of these inventories and analyses, the Planning Team will have available a data base by which it can establish the comparative advantages of the facilities and select the facilities to be used for the programs offered and

EDMONTON (R.C.) SEPARATE SCHOOL DISTRICT #7

● educational suitability assessment : FACILITIES ASSESSMENT

ASSESSMENT

of

SCHOOL

planning area

instructional spaces non-instructional spaces

space requirements

size	capacity area
lighting	natural artificial
view out	
acoustical privacy	
services	water electricity gas ventilation telephone intercom other
storage	built-in portable store room
furnishings equipment	fixed display equip. special
materials	flooring others
fire stairs	
access	internal external people external goods
circulation	

EDMONTON (R.C.) SEPARATE SCHOOL DISTRICT #7

● space utilization inventory

UTILIZATION

of

ENROLLMENT DATE

planning area

date prepared

SCHOOLS	ENROLLMENT	elementary	elem. junior high	junior high	AVAILABLE FACILITIES: CLASSROOMS	SCIENCE ROOMS	AUXILIARY ROOMS	HOME EC.	IND. ARTS	LIBRARY	GYMNASIA	UTILIZATION required: CLASSROOMS (INCLUDING SCIENCE ROOMS)	AUXILIARY ROOMS	HOME EC.	IND. ARTS	UTILIZATION excess: CLASSROOMS (INCLUDING SCIENCE ROOMS)	AUXILIARY ROOMS	HOME EC.	IND. ARTS

(Communitas/Taylor, Nov. 1981)

Adaptability has been defined as the suitability of the existing facilities for other uses without modifying the facilities. This will be determined by room sizes, the compatibility of mechanical and electrical requirements (distribution and quality) of supplementary uses within the existing systems, the building code requirements in terms of types of construction, land use controls, and the location of the excess space within the school in terms of the requirement for access to the space and control over the space.
(Ways of Using Excess School Space - Stage II Interim Report Communitas/Taylor; November 1981, p. 36)

Flexibility has been defined as the ease and/or feasibility of modifying the facilities and support systems and of amending the regulations and policies which regulate the types of uses.
(Ways of Using Excess School Space - Stage II Interim Report Communitas/Taylor; November 1981, p. 36)

designate space which is excess to the program requirements. Educational suitability should be the primary factor in selecting facilities for the educational programs. However, should there be no distinct choice in terms of the suitability of the spaces, accessibility, site development, location, physical condition and operating costs are additional factors to be reviewed in the selection process.

b) preparation of an inventory of
the nature and configuration of excess space

Having selected the facilities to be designated for educational programs the Planning Team can prepare an inventory of the nature and configuration of excess space.

The inventory of designated excess space should include

- the type/types of spaces;
- the area of available space/spaces;
- the location of the spaces in the school including the relationship to other excess spaces, to support facilities such as washrooms, to entrance/exit facilities...
- the time period for which the space is expected to be excess to the educational requirements.

E. PLAN AND PROGRAM FOR EXCESS SPACE

Depending upon the planning organization adopted, the Planning Team or the Supplementary Use Committee (if established), would be responsible for planning and coordination at the individual school level.

The adaptability and flexibility of school buildings to other uses will, in part, be dependent upon the characteristics of the physical plant, and in part, upon municipal planning

controls and building codes which regulate development and uses on school sites and the adjacent neighbourhood. The conversion of school space to other uses involves the review and analysis of several factors.

1. an inventory of the type and configuration of excess space;
   (prepared by the Planning Team)

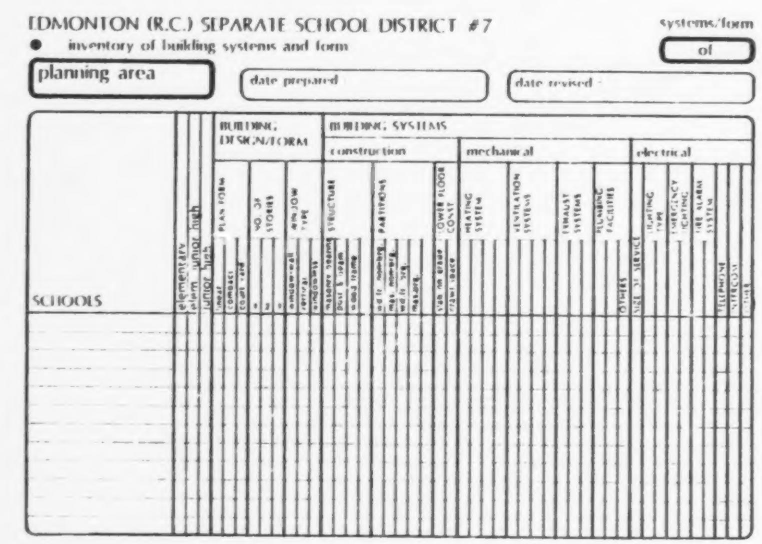
2. an inventory of building systems in each school including construction systems, mechanical and electrical systems, the building form;
   (The inventories and the implications of each of the systems would be provided by the Supplementary Use Officer.)

3. a listing of board policies and priorities for use of excess space;
   (provided by the Supplementary Use Officer)

4. potential constraints to use of excess space;
   - municipal land use regulations which regulate development on school sites and the adjacent properties;
   - building codes which regulate the type of construction;
   - Provincial Acts and Regulations which establish suitable uses and the procedures for converting school space to other uses.
   (provided by the Supplementary Use Officer)

Within the context of these factors, the committee assigned to prepare the plan or program for use of excess space, will be responsible

- to identify local needs which could be met by use of excess space;
- to define the criteria for acceptance of potential uses;
- to determine the neighbourhood acceptance of the potential uses to be located in the available excess space.



(Communitas/Taylor, Nov. 1981, p. 35)

TABLE 3.10 : SUPPLEMENTARY USES
: USER REQUIREMENTS AND COMMUNITY ACCEPTANCE

USER REQUIREMENTS	TYPES OF USERS	SEPARATE SCHOOLS FOR CHILDREN	SPECIAL REMOT SCHOOLS	DAYCARE	AFTER SCHOOL CARE	NURSERY/PLAY SCHOOL	SPECIAL ED/ESC PROGRAMS	DISTRICT REC/CULTURAL CENTRE	PRIVATE OFFICES	PROJECT OFFICES	RESOURCE CENTRE/SCHOOL CITIZENS CENTRE/ADULT EDUCATION SERVICES	CHURCHES	INDUSTRIAL/CONSTRUCTION	RETAIL	SENIOR CITIZEN APARTMENTS	SENIOR CITIZEN LODGES	FAMILY HOUSING/APARTMENTS	GROUP HOMES	RESIDENTS SCHOOLS
PHYSICAL MODIFICATION	MINOR - TEMPORARY, INTERIOR WORKING	●	●				●												●
	INTERMEDIATE - RENTIONING TO ONE YEAR		●	●	●	●				●			●						
	MAJOR - HVAC, STRUCTURE								●			●		●	●	●	●	●	
LOCATION	CENTRAL CITY								●		●								
	DEPENDS UPON PROGRAM & SUBURB	●	●	●	●	●	●	●		●	●	●	●	●	●	●	●	●	●
ACCESS	PROXIMITY TO PUBLIC TRANSIT			●	●	●	●	●	●	●	●	●	●	●				●	●
	GOOD VEHICLE ACCESS	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
CHARACTERISTICS OF SURROUNDING AREA	RESIDENTIAL				●	●									●	●	●	●	
	COMMERCIAL/RETAIL								●					●	●				
	NOT IMPORTANT	●	●	●			●	●		●	●	●							●
TERM (LENGTH OF LEASE)	LESS THAN 1 YEAR					●													
	1-4 YEARS										●								
	5 YEARS	●	●	●	●		●	●	●		●								●
	DEPENDS FROM COST OF IMPROVEMENTS	●		●	●					●	●	●	●	●			●		
	25 + YEARS														●	●	●	●	
ABILITY TO PAY LEASE FUNDS		●	●						●	●			●	●	●	●	●	●	
FOR IMPROVEMENTS AND RENT	WOULD HAVE TO RAISE FUNDS	●		●	●		●	●			●	●							●
	NO FUNDS					●													
SPACE REQUIRED	WOULD NOT SHARE WITH FUNCTIONING SCHOOL									●					●		●		●
	COULD POSSIBLY SHARE WITH SCHOOL		●				●	●			●	●	●	●		●		●	●
	COULD SHARE WITH FUNCTIONING SCHOOL	●		●	●	●													
LAND USE	PERMITTED	●	●	●	●	●	●	●		●	●	●	●						●
	DISCRETIONARY								●				●						
	REDISTRICTING REQD									●	●			●	●	●	●	●	
COMMUNITY ACCEPTANCE	PROBABLY NOT MEET RESISTANCE	●		●	●	●	●	●											●
	PROBABLY MEET WITH RESISTANCE		●					●			●	●							
	WOULD MEET WITH RESISTANCE								●				●	●	●	●	●	●	

(Communitas/Taylor, May 1981, p. 128)

TABLE 4.2 : SUMMARY OF PHYSICAL CONSTRAINTS TO SUPPLEMENTARY USES

POTENTIAL SIGNIFICANCE OF PHYSICAL CONSTRAINTS
○ PROBABLY INSIGNIFICANT
◐ MODERATELY SIGNIFICANT
● SIGNIFICANT

		GROUP A								GROUP B					GROUP C			
		SPECIAL SCHOOLS - CHILDREN	SPECIAL REMOT SCHOOLS	PRIVATE RELIGIOUS SCHOOLS	DAY CARE	AFTER SCHOOL CARE	NURSERY/PLAY SCHOOL	SPECIAL EDUCATION/FACILITY	PRIVATE/CULTURAL CENTRES	CHURCHES	PRIVATE OFFICES	PROJECT OFFICES	RESOURCE/FAM CITIZENS	INDUSTRIAL/CONSTRUCTION	RETAIL	SENIOR CITIZEN APTS	SENIOR CITIZEN LODGES	FAMILY HOUSING	GROUP HOMES
BUILDING CONSTRUCTION	STRUCTURAL																		
	MASONRY BEARING	○	○	○	◐	◐	◐	○	◐	○	●	○	◐	●	●	●	◐	●	●
	WOOD BEARING	○	○	○	◐	◐	◐	○	◐	○	●	○	◐	●	●	●	◐	●	●
	POST & BEAM	○	○	○	○	○	○	○	○	○	◐	◐	◐	◐	◐	◐	◐	◐	◐
	LOWER FLOOR CONSTRUCTION																		
	SLAB ON GRADE	◐	◐	◐	◐	◐	◐	◐	◐	◐	◐	○	◐	◐	◐	●	●	●	●
	CRAWL SPACE	○	○	○	○	◐	◐	◐	○	◐	○	◐	◐	◐	◐	◐	◐	◐	◐
	EXTERIOR WALL CONSTN	DEPENDS UPON QUALITY OF EXISTING WORK & SCOPE OF MODIFICATIONS OR VARYING VENTILATION & HUMIDITY																	
	MECHANICAL	◐	◐	◐	◐	◐	◐	◐	◐	◐	●	◐	◐	●	●	●	●	●	●
	PLUMBING	◐	◐	◐	◐	◐	◐	◐	◐	◐	●	◐	◐	◐	◐	●	●	●	●
	FIRE PROTECTION	◐	◐	◐	◐	◐	◐	◐	◐	◐	●	◐	◐	◐	◐	◐	◐	◐	◐
	ELECTRICAL	◐	◐	◐	◐	◐	◐	◐	◐	◐	●	◐	◐	●	●	●	●	●	●
BUILDING FORM	PLAN FORM 2																		
	LINEAR	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
	COMPACT	○	○	○	○	○	○	○	○	○	◐	◐	◐	◐	◐	●	●	●	●
	COURT YARD	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
	BUILDING HEIGHT	PRIMARILY A CONSTRAINT WITH RESPECT TO PARTIAL CONVERSIONS																	
	WINDOW TYPES 3	◐	◐	◐	◐	◐	◐	◐	◐	◐	◐	◐	◐	◐	◐	●	●	●	●
	STYLE/IMAGE	○	○	○	○	○	○	○	○	○	○	○	○	○	○	●	●	●	●

NOTES
1. MAY BE INAPPROPRIATE FOR SOME PROGRAM REQUIREMENTS
2 PRIMARILY A CONSTRAINT WITH RESPECT TO PARTIAL CONVERSIONS
3 DEPENDS UPON MECHANICAL SYSTEMS

(Communitas/Taylor, May 1981, p. 163)

D. BUILDING CODE COMPLIANCE OF SUPPLEMENTARY USERS

The potential occupant will be responsible to ensure Building Code compliance. With respect to Building Code compliance, the diversity of construction systems and of potential uses, requires that each school, or portion thereof, be analyzed in terms of the specific use or uses proposed for the excess space. The Alberta Building Code 1981 establishes the requirements for ratings of construction assemblies for the separation of uses, for the flammability of materials, and for the protection of openings through separations for mechanical and electrical services.

Some of the primary sections of the Alberta Building Code 1981, applicable to converting schools or portions of schools to other uses include

- Subsection 3.1.2 - CLASSIFICATION OF BUILDINGS OR PARTS OF BUILDINGS BY MAJOR OCCUPANCY
- Subsection 3.1.3 - MULTIPLE OCCUPANCY REQUIREMENTS
- Subsection 3.1.4 - OCCUPANT LOAD
- Subsection 3.2 - SIZE AND OCCUPANCY REQUIREMENTS FOR FIRE SAFETY
- Subsection 3.3.1.1(1) - SEPARATION OF SUITES

If the facility is to be converted to another use of the same occupancy category as the present use, it may not be necessary to upgrade the building to the current code requirements, i.e. in terms of application of the building code, there has been no change in the occupancy of the facility. If a portion of the building is to be converted to another use or occupancy category, that portion must be upgraded to current code requirements. If a building is to be entirely converted to another use or another occupancy category, the building must be upgraded to the current code requirements. The enforcement officers also have the discretion to require upgrading of a structure regardless of changes in occupancy if conditions are deemed unsafe.

Upon completion of the code review, the potential occupant will be responsible for advising the Supplementary Use Officer of the required modifications to ensure code compliance.

Although the potential occupants are to be responsible for modifications required to comply to code, the Supplementary Use Officer, the Neighbourhood Supplementary Use Committee and other representatives of the Board should assess the scope of the proposed modifications.

The proposed modifications should be assessed to identify

- the disturbance and inconvenience to other users during and after construction;
- the impact on the flexibility and adaptability of the facilities for subsequent users;
- the implications for reconversion to educational facilities. These and other issues identified would be evaluated in deciding if a use would be an acceptable tenant and in establishing the conditions of the lease.

(Ways of Using Excess School Space: Stage II Interim Report Communitas/Taylor; November, 1981, p. 49)

V. IMPLEMENTING THE PLAN

The proposed planning process should result in a plan or a series of plans outlining which spaces may be best used for educational uses and which spaces may be best used for supplementary uses, plus a plan or plans outlining the appropriate uses of excess space within particular schools and indicating the criteria for acceptability of supplementary uses.

To implement such plans, a school board must adopt policies with respect to the economic aspects of implementation and adopt a marketing program.

A. ECONOMIC ASPECTS OF IMPLEMENTATION

1. COST OF PLANNING AND ADMINISTRATION

The management and operation of facilities for educational purposes is within the current mandate of school districts. However, for a district to plan for and to implement a program for the use of excess space, a district will have to expand its functions.

It is proposed that the initial year be considered a start-up year for which a district could obtain a Provincial grant to cover the costs of planning, administration and marketing.

It is suggested that the start-up funding will cover the following costs:

- the cost of salary/overhead for the Supplementary Use Officer;
- the cost of establishing and operating the Planning Team;

TABLE 3.9 : ECONOMIC IMPLICATIONS

USES / ECONOMIC IMPLICATIONS	Responsibility for costs of modifications: Client	Board	Other	Responsibility for services: Janitorial: Client	Board	Other	Building Maint.: Client	Board	Other	Grounds Maint.: Client	Board	Other	Major Repairs: Client	Board	Other	Rent: Was it below costs?: Yes	No	Market/Public Rent: Yes	No	Did property tax status change?: Yes	No	Did insurance rates change?: Yes	No	Was client's ability to pay a limiting factor?: Yes	No
PUBLIC/PRIVATE/EDUCATIONAL/REC																			●	?		?			●
PRIVATE SPIRITUAL/EDUCATION																			●					●	
PUB REC/SERVICE/PRIV ED																			●						●
PUB REC/SERVICE/PRIV REC/SPIRIT																			●	?		?			
PRIVATE SERVICE				●				●			●			●			●	●			●		●		
PUBLIC SERVICE					●			●			●					●		●			●		●		●
PRIVATE SERVICE					●			●			●						●	●			●		●	?	
PRIVATE SPIRITUAL				●				●			●			●		●		?			●		●		●
PRIVATE EDUCATION①			●	●			●			●			●				●				●		●		
PUBLIC EDUCATION	●				●			●			●			●		●		●			●		●	●	
PUBLIC EDUCATION		●			●			●			●			●			●								
PRIVATE RECREATION				●				●			●			●		●				?			●		●
PRIVATE EDUCATION					●			●			●			●		●		●					●		●
PRIVATE EDUCATION					●		●				●			●		●			●				●	●	
PUBLIC EDUCATION					●			●			●			●						?		?			
PRIVATE SOCIAL					●			●			●			●				●			●		●		●
PRIVATE EDUCATION①					●			●			●			●			●		●		●		●	●	
PUBLIC EDUCATION				●			●			●			●			●		●			●		●	●	
PUBLIC EDUCATION①					●			●			●			●			●		●		●		●		●
PRIVATE EDUCATION①					●			●			●			●			●	●			●		●	●	
PRIVATE EDUCATION	●			●				●			●			●		●		●		①			●		

① TAX/INSURANCE 15%-20% DEPENDENT UPON USAGE
* DEPENDS UPON USE

(Communitas/Taylor, May 1981, p. 94)

- the cost of establishing and operating the Supplementary Use Committee;
- advertising costs/tender preparation costs;
- the cost of staff salary, and overhead to support the Supplementary Use Officer, Planning Team, and the Neighbourhood Supplementary Use Committee.

The school district will be responsible for adopting policies for covering the costs of planning, administration and marketing in subsequent years.

It is recommended that these be recovered through revenues obtained for the use of excess space.

2. CAPITAL COSTS OF MODIFICATIONS

The school district should adopt policies

a) to establish the minimum length of lease for users who must undertake structural modifications of excess space;
b) to establish lease rates for different classes of users - public agencies, non-profit users, and profit users who must undertake structural modifications;
c) to establish responsibility for construction of modifications.

3. CAPITAL COSTS OF TENANT IMPROVEMENTS

The school district should adopt policies regarding responsibility for constructing and paying for tenant improvements.

4. COST OF MAINTENANCE AND OPERATIONS

a) maintenance and replacement

The school district should adopt policies regarding responsibility for undertaking and paying for maintenance and replacement. These policies should take into account the term of the lease, the scope of the modifications, and the extent of the school occupation.

b) operating expenses

The school district should adopt policies for responsibility for and payment of utilities and janitorial services. These should also take into account the extent of the school occupation.

5. CAPITAL COST OF RECONVERSION

Depending upon the nature of the modifications for the supplementary users, as well as the age and condition of the building, reconversion may be considered either as construction of a new school facility, or as the modernization and restoration of an existing school. Construction of a new facility does not necessarily mean that a new structure is erected; instead it means that the modifications are such that only a portion of the existing school facility can be used; for example, the shell. In such a case, the Province should consider making capital funding available under the School Buildings Act/Regulations for the construction of new schools. However, if the renovations are not major, then funding may be possible under a program similar to the Building Quality Restoration Program, 1979-83.

3. THE COST OF MAINTENANCE AND OPERATIONS:

a) Maintenance and Replacement

The following chart outlines different options for assigning responsibility for cost of maintenance and replacement.

TERM	MAINTENANCE	REPLACEMENT
less than 1 year	Board	Board
1 - 3		
(partial school)	Board	Board
(complete school)	User	Board
3 - 5		
(partial school)	Board	Board
(complete school)	User	Board
5 Plus		
(partial school - minor modifications)	Board	Board
(partial school - major modifications)	User	User-for user's modifications Board - for school facility
(complete school - minor modifications	User	Board
(complete school - major modifications: conversion, e.g. housing)	User	User

All maintenance costs should be charged back to the user, by way of the monthly rental/lease fee. In order to meet the users requirement for a pre-determined monthly lease fee, a per square foot maintenance cost estimate should be established each year.

Replacement, unlike maintenance, cannot be charged back to the user, since the economic life of the replaced item, will usually exceed the life of the lease. An amount equal to the users portion of the economic life could be charged back to the user. However, since replacement is often unpredictable, such a charge could result in an erratic and irregular rental/lease fee that would be difficult for the user to budget for. Instead, included in the monthly rental/lease fee should be a sum to cover the establishment of a replacement reserve to be used for building replacement costs. While the replacement reserve would not cover the total cost of any replacement, it should cover the users portion of the economic life of any necessary replacement during the term of the user's lease.

(Ways of Using Excess School Space: Stage II Interim Report Communitas/Taylor; November, 1981, p. 40)

B. MARKETING EXCESS SPACE

Within the framework of the objectives and policy principles established by the school district and the suggested planning process, the following marketing procedure is suggested:

a) All marketing of excess school space should be done by the Supplementary Use Officer.

b) As the public becomes more aware of the availability of school space, they will likely contact the Supplementary Use Officer, who can maintain a list of potential users, and as space becomes available, match the potential user with suitable space. Alternatively, the district may want to seek out suitable users. A target group marketing approach may be used. The Supplementary Use Officer responsible for marketing should attempt to find groups for particular schools within the framework of board policies and the range of acceptable uses, and the time constraints for the disposition of the school space established in the planning process. In this instance, an active rather than reactive approach to marketing is necessary and the Supplementary Use Officer may want to advertise that the district is looking for potential users for excess space. Potential users responding to an advertising process should be required to contact the Supplementary Use Officer prior to an application for the use of the space.

The Supplementary Use Officer should provide interested applicants with

- a list of available space in one or more areas, and the guidelines regarding leasing/term;

- the board's objectives and policy principles with regard to the use of excess space;

- the criteria for acceptable uses;
- a copy of the board's policy with regard to modifications;
- an outline of the possible application requirements;
- an estimate of the base rental (cost/sq. metre);
- a copy of the application form.

All applicants for the use of excess space should provide a statement of their goals and objectives, a description of the nature of the activities they will undertake in the space, and any additional information that will enable the Supplementary Use Officer to determine

- whether the use and user meets or would meet the user criteria;
- what type of physical modifications would be required in order for the user to comply with building code requirements, and any provincial licensing requirements;
- whether or not the use would be a permitted or discretionary use within the context of the land use bylaw.
- whether or not the cost of the modifications would be borne by the user or the board.

The amount and type of additional information required shall be scaled to the type of space available and the maximum lease term possible for the space. Once the Supplementary Use Officer has determined that an applicant would be acceptable, he may enter into either a rental agreement, lease, or option to lease agreement with the applicant.

TABLE 3.7 : USER REQUIREMENTS

USES \ REQUIREMENTS	SPATIAL: TOTAL SOLICE EXCESS: YES	NO	PERCENTAGE DESIGNATED AS EXCESS: CLASSROOM	LABS	LIBRARY/AVC	GYM/REC	ADMIN	STORAGE	GROUNDS	CLIENT USE ALL SPACE: YES	NO	SUPPORT SYSTEMS UTILIZED: WASHROOM	KITCHEN	STORAGE	PARKING	JANITORIAL	OTHER	FORM OF TENURE: LEASE	MONTHLY	OTHER	LOCATION: SERVICE TO AREA: YES	NO	REASONS FOR SELECTING SCHOOL: AREA SERV'D	PUBLIC TRANS.	NEIGHBOURHOOD	OTHER
PUBLIC/PRIVATE/EDUCATION/REC																										
PRIVATE SPIRITUAL/EDUCATION																		●								
PUB. ED/SERVICE/PRIV. ED																		●								
PUB. REC/SERVICE/PRIV REC/SPIRIT'L		●																		●						
PRIVATE SERVICE	●										●	●			●			●				●	●			
PUBLIC SERVICE		●	37	50		25			50	●		●			●	●		●			●		●		●	
PRIVATE SERVICE		●	20				50	50			●	●		●	●	●		●				●				●
PRIVATE SPIRITUAL		●	27				100	50			●	●		●	●			●				●	●			●
PRIVATE EDUCATION	●									●		●	●	●	●	●		●			●		●	●	●	●
PUBLIC EDUCATION		●										●	●	●	●	●			●		●		●			
PUBLIC EDUCATION	●									●		●		●	●	●	●					●				●
PRIVATE RECREATION		●		5						●		●						●				●				●
PRIVATE EDUCATION		●	14								●	●				●		●			●		●			●
PRIVATE EDUCATION		●	10								●	●			●			●			●		●			●
PUBLIC EDUCATION		●	12							●		●		●	●	●						●		●		●
PRIVATE SOCIAL		●	11							●		●				●			●			●		●	●	
PRIVATE EDUCATION		●	10							●		●		●	●	●		●				●	●			●
PUBLIC EDUCATION	●									●		●		●	●			●				●				●
PUBLIC EDUCATION		●	10								●	●							●		●				●	
PRIVATE EDUCATION		●	67								●	●				●		●			●		●	●		
PRIVATE EDUCATION	●									●		●		●	●			●				●				●

(Communitas/Taylor, May 1981, p. 92)

If the Supplementary Use Officer is unable to find any acceptable users for the space, he should review the user applications with the appropriate planning committee, to determine whether some applicants might be acceptable if the criteria for acceptability were modified. Depending upon the discrepancy between the applicants and the criteria for acceptable users, it may be necessary to consult with the neighbourhood and with other affected parties before modifying the criteria. It is desirable that a suitable user(s) may be identified through this process.

If the Supplementary Use Officer is unable to select a suitable user(s) to meet the board's policy principles regarding the acceptability of supplementary users, then the Supplementary Use Officer shall consult with the board, to determine if policy modification or re-interpretation might be desirable.

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